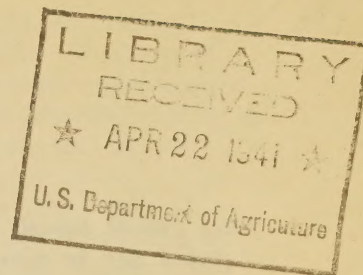


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UNITED STATES DEPARTMENT OF AGRICULTURE  
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Cooperating



## FIVE HUNDRED FAMILIES REHABILITATE THEMSELVES

Summarized from Annual Reports of Twenty-two  
Farm Security Administration Farm  
and Home Supervisors

By

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## FIVE HUNDRED FAMILIES REHABILITATE THEMSELVES

by

Conrad Taeuber and Rachel Rowe<sup>1</sup>

More than 500 families in 11 counties in all parts of the United States are taking part in an experiment in rehabilitation, with the assistance of the local personnel of the Farm Security Administration. Late in 1938 special staffs were established by that organization in each of 11 counties. Their task was to assist a group of needy farm families which were not able to qualify for the regular program of the FSA, and to develop ways and means of helping these families toward self-support. Intensive supervision with a wide range for constructive imagination and experimentation were to be provided through the selection of well-qualified personnel and limited case loads. Each of the Farm and Home Supervisors assigned to this special work was instructed to visit every family in the area selected, and to attempt to work out a program for the rehabilitation of every family in the area which was in need of such assistance, or to provide for referral to other agencies in the area which were equipped to take care of such specialized types of cases as those requiring old age assistance, aid to dependent children, care for persons suffering from mental disease, and the like. Mental or physical disabilities of such a nature as to preclude rehabilitation were to be the only reasons for failure to develop a program for a family in need of such assistance and willing to cooperate.

In two of the areas, virtually every family was eligible for and interested in this form of assistance, in several areas nonfarm employment, including the prospect of WPA work, were factors which made families unwilling to proceed with the development of the farms on which they were living.

By the end of 1939, more than 1,600 families had been interviewed. From these contacts, plans for approximately 500 families have been developed under the Non-Commercial Program, and about 100 under the Standard Rehabilitation Program; approximately 80 were referred to other agencies; and about 200 were classified as needing no assistance. Although a number of the remaining families are potential non-commercial clients, the supervisors reported that most of these are families whose needs could not be worked out under this program or for whom the program has no particular appeal.

The major reasons given by this last group of families were: fear of debts, preference for WPA work, unwillingness to live on the amount of money which would be available for subsistence if a farm and home plan were worked out, lack of sympathy with government programs and "satisfied with present conditions," which usually meant that they would rather take a chance on securing WPA and other nonfarm employment than to obligate themselves to a farm program. The two reasons appearing most frequently were fear of debts and preference for WPA work. However, as the program is being developed, some of these families are losing their reticence and are asking to be included in the program.

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The 500 families participating in the program during the first year received approximately \$225,000 in loans and about \$100,000 in grants. The average loan per family was \$488 with a range in county averages from \$138 in Grayson County, Va. to \$1,143 in Orange County, Vt.; the average for total grants was \$201 ranging from an average of \$49 in Grundy County, Mo. to \$473 in Thurston County, Wash.

The loans were made and utilized to provide capital goods or farm improvements such as livestock, new machinery, new buildings, soil-building materials and land improvements, group services, major household equipment and furniture, major house improvements and repairs, and for the purpose of making old debt adjustments.

Although the purpose of grants varied to some extent in the different counties the major portion of the allotments were usually made for family- and farm-operation purposes. Included in the family-operation allotments are such items as food, canning equipment, medical care, etc., and in farm operations, livestock feed, machinery repairs, seeds, minor equipment, etc. The purposes which were served by grants are illustrated by the following table (Table 1) which shows the breakdown of total grant funds by purpose of grant in San Miguel County, N. Mex.:

Table 1.- Distribution of grant funds - San Miguel County, N. Mex., 1939

Purpose of grant	Total amount allotted per item	Percentage of total
Food	\$ 3,588	34.1
Farm operation	3,021	28.6
Household operation and equipment	1,179	11.1
Medical care	850	8.0
Sanitation (toilets and community well)	819	7.7
Clothing	773	7.3
Personal expenses	224	2.1
Community house	112	1.1
<i>Total</i>	\$10,566	100.1

With this program employing two flexible instruments--financial aid and educational supervision--the FSA personnel were able to cope with a wide variety of problems.



## THE PROBLEMS

Underlying causes of poverty and maladjustments among the people accepting aid under the noncommercial program in the 11 counties were found to vary in the different counties as well as the various families. Seldom, if ever, is there a single cause--usually they are suffering from a complex of factors and frequently can do little if anything to help themselves until ways are cleared for them or some aid is provided. In attempting to work out the major problems of these clients the most common and fundamental problems encountered during the first year of the program were:

- (1) Economic Difficulties
  - (a) Inadequate production of food for home consumption
  - (b) Poor farm-management practices
  - (c) Insufficient crop acreage
  - (d) Lack of tenure security
  - (e) Lack of livestock housing and disease-preventing services
  - (f) Lack of marketing techniques and facilities
  - (g) Lack of nonfarm employment opportunities
- (2) Environmental Difficulties
  - (a) Lack of adequate housing and housing accommodations
  - (b) Lack of proper sanitation facilities
- (3) Physical Difficulties
  - (a) Prevalence of acute or chronic diseases and physical defects
  - (b) Lack of medical facilities
- (4) Social Difficulties -- Lack of satisfactory social and educational services
- (5) Emotional Difficulties -- Engendered feeling of inferiority and distrust in humanity

Diverse methods of approach to the solution of these problems have been attempted in the different counties. Out of the attempts made in the last year have evolved certain accomplishments which show that definite progress has been effected. If considered from purely an investment standpoint the net worth of these families has increased sufficiently to offset any deficiency in repayments on loans. A striking example of this occurred in Laurens County, Ga. where, since the inception of the program, the average net worth of the clients has increased nearly eightfold, from \$69 to \$608 and in Oglethorpe County, Ga., where it has increased from \$137 to \$262, or by nearly 100 percent.

## FOOD

Attention was directed to the marked increase which has occurred in the production of subsistence foods in all counties. The value of foods produced in 1939 showed an increase over the value of those produced in 1938 of 642 percent in Laurens County,



Ga., 354 percent in Oglethorpe County, Ga., and 160 percent in Orange County, Vt.

At the beginning of the program only 12 families in Laurens County, Ga., had cows. Now all 50 families have one cow and more than three-fourths of them have heifers to be kept as the second cow. In many instances, families who have never before had milk to drink have had to learn to drink it. In one particular case, where the family had lived on a farm all their lives but had to learn to drink milk, health improvement was reflected by the fact that the man had gained 20 pounds and the wife 10 pounds.

In Grayson County, Va., all families except one, have at least two good cows, in most instances bred to a purebred animal. The average number of dairy cows per family in Orange County, Vt., has increased from four in 1938 to six in 1939.

Since 1938, other farm inventory changes have also been reported. The average number of chickens per family has increased 292 percent in Orange County, Vt., 230 percent in Laurens County, Ga., and 180 percent in Oglethorpe County, Ga. Many of the project families enjoyed fried chicken in dead winter for the first time.

Since the project was initiated in Orange County, Vt., the weekly consumption of home-produced eggs has increased 120 percent.

It has been difficult in Grayson County, Va., to keep the clients from selling lean meat and buying fat meat and lard, as has been their custom. Striking increases in the average number of hogs produced were evident in a number of counties reporting this item. The average production increased 118 percent in Laurens County, Ga., 400 percent in Oglethorpe County, Ga., and 292 percent in Orange County, Vt.

Increases in the production of other livestock, such as work animals, sheep and cattle, ran from 50 to 86 percent in the various counties reporting.

It has not been easy to get the majority of the project families to raise, can, and store vegetables and fruits which they had never used before and for which they had no desire. However, an average of from 2 to 10 new vegetables and fruits have been introduced in the various counties since the beginning of the program. Not only has there been outstanding progress made in the quantity of foods canned but a better balance between fruits, vegetables, and meat is quite evident. Heretofore many of the families had never canned meat and the major portion of their canned goods consisted of pickles, jellies, sauerkraut, and preserves. The average number of quarts of food canned per family in 1939 shows such striking increases over the 1938 production as: from 43 to 258 quarts in Oglethorpe County, Ga.; from 49 to 263 quarts in Laurens County, Ga.; from 136 to 536 quarts in Reynolds County, Mo.; and from 126 to 184 quarts in Orange, Vt.

Significant progress has also been made in the storage of foodstuffs. For example, in Orange County, Vt., since the families came on the noncommercial program, the amount of food stored has increased 294 percent. In Laurens County, Ga., the amount of dried beans stored has increased 900 percent, potatoes 413 percent, and syrup 238 percent. The amount of meat and lard stored has increased 290 percent in Oglethorpe County, Ga., dried fruit 350 percent, and syrup 500 percent.



Many families had never grown wheat and sufficient corn for home consumption. During the fall of 1939 every family but one in Oglethorpe County, Ga., sowed wheat. This one family's house burned and before satisfactory arrangements were completed for renting another farm, it was too late to sow grain. An average of 4.7 acres per family was planted. The production of corn for meal in the county was also increased 280 percent.

As the canning and storage program has expanded canning equipment and storage facilities have been improved. In 1938 none of the project families in Laurens County, Ga., and Reynolds County, Mo., had pressure cookers and only one family in Oglethorpe County, Ga. Now all families in all three of these counties have them. Other counties have increased their number but not as much as the examples given. In the Georgia counties, the pressure cooker is considered the most valuable piece of equipment in the home, so much so that it is better known in the Negro homes as the "Precious Cooker."

Many families have built cellars, concrete basements, and additional storage space. For example, 19 families in Reynolds County, Mo., had cellars before coming on the program; since then 15 more have been built at a cost which ranged from nothing to \$25. In many instances, the most expensive ones were no better than those costing nothing. One client in this same county dug the hole for his cellar last fall but refused to complete it until he was given a grant to purchase cement. Inasmuch as the family seemed to have acquired a very undesirable attitude toward the grants, their request was denied. In February 1940 they were again requested to complete the cellar and it was suggested that a good job could be done with logs which would not involve any cash expense. At the same time, they were informed that further grants would be withheld until this was done. Apparently they did not believe the grants would actually be stopped, as they still refused to do any work on it. Two more contacts were made during March and the first of April without any success. The family had been able to buy necessary groceries in February, March, and April by cutting hickory bolts from their farm.

About the latter part of April a letter was received from them stating that their cellar would be completed in a few days and a request for a grant was again repeated. Upon receipt of the letter, a visit was made. The client was doing an excellent job of constructing a log cellar--the entire family seemed proud of their achievement and showed no apparent notice of not having received their grant. The cellar, which was completed within a few days, is one of the best inexpensive cellars that could possibly be constructed. This client has since repaired his front porch steps and part of his fences.

#### FARM MANAGEMENT

Reports from the various counties indicate that definite progress is being made toward the improvement of poor land and farm practices, despite the fact that in some instances clients have been slow in accepting new methods and techniques.

Probably the greatest problem in the improvement of farm practices exists in San Miguel County, N. Mex. Here, isolated as they are, with no facilities for improvement and no opportunities to learn of better methods these people have continued to farm as their fathers farmed before them. They continue to plow their land 3 to 4



inches deep with a 10-inch plow and a pair of 600-pound ponies, broadcast the grain by hand on the plowed ground, then go over it with a harrow. Corn and beans are dropped by hand in every third furrow as the land is plowed. They have no knowledge of crop rotation in order to maintain soil fertility, except the planting of alfalfa. Corn and wheat have been planted year after year and today yield on the average only 12 to 15 bushels an acre.

In some of the counties many of the families were very superstitious and their farm practices were governed to a great extent by "moon signs" and the Almanac. In the project area in Knox County, Ky., truck crops, gardens, and even livestock managed other than by signs of zodiac were tabooed, which, when coupled with waiting for favorable seasons, meant the loss of crops or the failure to breed livestock. A number of these undesirable attitudes have been dispelled, however, through individual and group supervision. A land drainage program which has been in progress in this county has been very successful. During the last year 447 acres have been added to cropland and 91 percent of this addition was effected by drainage. Nearly two-thirds of all the families participated in this program and have drained from 2 to 20 acres, or an average of 8 acres each.

In Grayson County, Va., clients are beginning to see the necessity of seeding cover crops in the fall to prevent soil erosion. The use of a balanced fertilizer for all crops is being stressed in place of the often used superphosphates. Clients are also becoming more aware of the need and possibilities of bringing old, abandoned fields back into use through good soil management. Wild ferns are quite a menace in this county and on one occasion, a client remarked that if the things that had been planned in order to get rid of them failed to work, all he knew to do was to "turn them back to the Lord."

Another client in this county made the statement during the process of planning that he could not grow beans because of beetles and there was no use in trying. However, with some persuasion, he agreed to try a small bean patch and to buy a compressed air sprayer and a good spray powder with which to kill the beetles. He was reluctant at first to buy a sprayer but after using it a season asserted that he would not take \$10 for it--the original cost was only about \$3. During the winter this farmer not only had sufficient shelled beans for home use but he also sold a bushel for \$4. This success stimulated interest in other improvements--several tons of lime have been applied on land that had never had any before, eroded places are being repaired, and the three-room boxed house now has a new porch, a new flue, and two new windows with screens. Never during any visit has the wife or husband been found idle. After being told of making chair seats of corn shucks the wife did not wait for a demonstration but tried her own ideas which resulted in a serviceable if not beautiful chair. The members of this family are proud of their accomplishments, are resourceful, and show definite promise of raising their standard of living.

One of the effective persuasions to soil-maintenance practices in Mercer County, W. Va., has been the suggestion made to cooperating families that putting lime on the land, then letting it wash into the Ohio River has no value. The cash cost of lime apparently makes the cost of erosion more easily grasped. A definite program of livestock improvement has been carried on in this county since the inception of the project. Much improvement in the type of stock has been effected through the importation of pure-bred sires. When the project was started practically all the stock in the area was



bred to scrub sires. Now all clients who have been on the program for any length of time, have available and are using purebred sires for all kinds of livestock. What is generally recognized as the best beef-type bull which has ever been in the county was purchased by a client as a cooperative enterprise. Three boars have also been purchased cooperatively. When these cooperatives were organized it required pleading and begging to get people to agree to breed the animals. Now they would not breed their stock to anything except registered animals. Much of the buying of purebred stock has been done jointly by clients on this project, Standard Rehabilitation clients, and several non-clients.

It was difficult at first to explain the importance of protein in the feed of livestock to the Mercer County clients as they had no conception of nutrient values. However, comparing a stock ration of nonproteins to a human diet of bread and potatoes and comparing the protein in stock feeds to meat in the human diet explained the purpose of proteins in the feed to the satisfaction of these people. As a result the livestock have eaten more "meat" this last winter than ever before.

Considerable advancement has been made in Mercer County in cropping practices. These had been very bad. Heretofore, no rotations had been employed, unselected home-grown seed was used, and fertilizer was utilized without thought to quality or quantity. Now a cropping rotation is rounding into shape on nearly all of the farms; most of the clients will have their first legume meadows to cut this year. A number of them had never seen clover or alfalfa before entering the program. In the past, oats and corn fodder have formed the bulk of the roughage feed for livestock. The use of soybeans, where emergency hay was needed, was advocated in 1939 but only 10 acres were grown. However, in 1940 at least 100 acres will be grown, with very little need for persuasion on the part of the supervisor. Only two men agreed to try hybrid seed corn in 1939 and each took one-half bushel. This was half of the hybrid corn grown in the entire county that year; only about 10 acres of hybrid corn were planted. In 1940, 2 weeks before planting time enough hybrid seed corn had been purchased by clients alone to plant 50 acres. They have realized that the extra yield on 1 acre will buy enough seed to plant 10 acres.

The growing of potatoes was the first major step taken away from the practice of growing all corn instead of supplying the local market with food. When the Farm Bureau learned that a pool was being formed by the project families and Standard Loan clients for the purpose of purchasing seed potatoes at a more reasonable rate, they agreed to sell them to the FSA clients at wholesale price and to handle the potatoes as a courtesy to the clients whom they considered their best customers.

Before the establishment of this project no cooperative services had been used in the Knox County, Ky., area. Since then clients have been encouraged to purchase cooperatively and to date sufficient orders have been pooled with a community merchant to seed 1,200 acres of pasture land. A purchasing organization has also been set up for the purpose of handling soil-building materials that could not be adequately handled by local merchants. The organization is composed of all project clients, with the Rural Rehabilitation Supervisor, the Assistant Rural Rehabilitation Supervisor, and the Home Management Supervisor as an advisory committee to work with the clients' elected committee of three members--president, vice-president, and secretary-treasurer. To date the purchasing unit has negotiated for 388,000 pounds of phosphate for 67 clients at a saving of \$1,164. In addition, one cooperative work-horse service, one



woodworking service with the purpose of making farm and home equipment, three boar services, three ram services, two pressure-cooker services, four duster services, one bull service, and one blacksmith service have been established. These cooperatives have progressed very well and repayments due the first year were all met.

Six cooperative loans have been made in Reynolds County, Mo., to purchase a purebred Jack, two beef bulls, two boars and one row drill.

In Thurston County, Wash., considerable community interest has been developed through families assisting one another, although as yet not many actual cooperative loans have been written. For instance, in one community, one family has purchased a mowing machine, another a cultipacker, another a spring-tooth harrow, etc., and each uses the others' machine. This plan, which seems to be working well, was preferred by the clients as they did not wish to be tied to a definite agreement. In four other cases families are cooperating in the use of horses. Where 2 families live close together with a small cleared acreage, each will own one horse, thus having a team together. Two families are already participating in a cooperative bull ring and in another community, where the dairy herds are small, 17 other families are ready to set up a bull ring. In one instance, a client's house burned and a number of the other clients donated several days' work toward building a new one.

In San Miguel County, N. Mex., at the outset of this program a Community Committee was chosen by the people and during the season has functioned as a nucleus in the promotion of community welfare. Funds providing for the purchase of garden seed, baby chicks, fertilizer, canning equipment and supplies, material for screens and other building repairs, nursery stock, and similar items were deposited with the secretary of the committee and the supplies were bought in large quantities to be distributed to the individuals. On the basis of small-quantity buying, the amount of garden seed each family received would have cost \$8 per family, while under the group buying plan the average cost was less than \$4. The same was true with respect to fruit trees. The average cost per tree on a unit basis was 85¢; buying on a cooperative basis, they were obtained for less than 40¢ each.

## LAND

Another major handicap preventing Non-Commercial families from becoming self-supporting is the lack of adequate farm units with sufficient crop acreage to support the average-size family.

Results of the Grundy County, Mo., survey indicate that securing adequate land is the primary problem of at least a third of the families who had not been able to qualify for the Standard Loan Program in that county.

Progress made and problems encountered in increasing cropland in the different counties vary. Acreage planted to crops in Orange County, Vt., has increased 96 percent since the inception of the Non-Commercial program. Clearing additional land is a major problem in both Beltrami County, Minn., and Thurston County, Wash. Although the average number of crop acres has increased from 6 to 12 in Thurston County since the beginning of the program a serious problem in insufficient cropland still exists in this county.



In Beltrami County, Minn., the land problem is being solved to a great extent by the purchase of additional land through a Special Real Estate Loan which has been initiated in this county just recently. Records of the Land Use Committee were checked to determine whether an applicant's farm was classified as agricultural land before making a loan. One family had bought a farm that was classified as unfit for agriculture, but decided on another, classified as agriculture, on advice given by the Farm Supervisor and County Agent.

The average farm, operated by noncommercial clients, in Mercer County, W. Va., contains 66 acres, a large percentage of which is land unsuitable for anything except forest. Much of it is so rough that it has been left in second growth. When the loans were written a constructive system of land utilization and soil conservation was incorporated in the plan. Several farms have had a complete soil conservation program worked out, which includes strip cropping, contour furrows, and other methods of land conservation adapted to the individual farm. While the people have been slow to accept these new practices, after accepting them they have become hearty advocates of them. One example of this is a man living on a 50-acre hillside farm who objected to even setting up a rotation for his farm when the farm plan was being written. Because he objected, the plan was not completed but another visit was arranged for a later date. The Supervisor, however, left a copy of "To Hold This Soil." Although this man could scarcely read, the book had the desired results. Later he asked if he could have his farm laid off in strips around the hills and a picture taken before and after. Since then, a complete conservation program has been worked out for him and he has become a "Billy Sunday" of soil conservation--his farm has been entered in the Tennessee Valley Authority Demonstration Program and he is repaying his loan in advance of schedule.

Another approach toward solving the land shortage has been tried in San Miguel County, N. Mex. Here, the old custom, handed down from generation to generation, of the father dividing the land among his several sons and daughters has broken down the original large holdings into narrow strips of farm land, many of which today are not more than 20 yards wide and vary from 1 to 5 acres in area. The families are reasonably large and it has been impossible under the system of farming practiced for a family to make a living from their small tract of land. All the available farm land is occupied with no room for expansion. To help a few to increase the size of their units would mean the displacement of another group in like circumstances, but an opportunity did exist for the acquisition of additional grazing land. As grazing had been an important aspect of the economy of New Mexico throughout the history of its occupation, the idea of making more grazing land available for use was regarded as a logical step toward the rehabilitation of these people. Accordingly, a tract of land was optioned and the purchase will be consummated in the near future. It is proposed to use this tract as a community pasture to accommodate subsistence herds of cattle for the 50 project families, allowing approximately 10 cows per family.

In Knox County, Ky., a major problem was the shortage of land. For years a creek flowing through the area had been allowed to become filled with tree trunks and other debris, with the result that the bottom lands, the best in the area, were largely useless for cultivation. The constant cultivation of the steeper hillsides however not only failed to meet the needs, but also the washing from these fields threatened to ruin completely those bottom lands which were available. The first step was to arrange for discussion of local problems by the farmers in the area. From this

resulted general agreement on the diagnosis of the problem and a clear recognition of the need of cooperation among all those involved.

Experience had shown that the efforts of any one farmer along the creek would largely be nullified by the failure of some other farmer further down the stream to keep his portion of it cleared. With the assistance and technical advice of the supervisors a program for stream channel cleaning and of land drainage was developed. Only after considerable effort had been expended and the possibility of carrying on this type of activity had been demonstrated was financial assistance for land improvement made available. With the technical supervision which the supervisors were able to supply, the farmers themselves were able to do most of the work at practically no expense. With proper liming and fertilization this area will have a relatively large net addition to its total cultivable land, and will be able to take out of production some of the land which should be devoted to other uses.

### TENURE

The first and possibly the biggest problem encountered in Thurston County, Wash., was land tenure. The majority of families needing help purchased their land from logging companies, individuals, banks, real estate firms, county or State, and after making a payment of \$10 down and \$10 a month for several months or a year, have after a time become delinquent, due usually to lack of outside employment. The usual course followed by these families was to clear from 1 to 2 acres of land, build a shack to live in, and prepare a place to raise a garden. Before any assistance could be given to them it was necessary to obtain a more secure tenure than that provided under a contract on which they were in arrears. This took a great deal of time, as many contacts had to be made with the land companies and others who were selling under similar conditions. In several cases agreements were reached whereby the landlord consented to give the purchaser a deed to the property, taking a first mortgage in place of his contract, and to extend the payments over a longer period of time. In other instances the landlords agreed to rewrite their contracts giving longer extensions for land clearing. In some cases the FSA has taken an assignment of the real estate contract for its security. Several families have had but \$100 or less due on their contract. Since regulations did not permit making real estate payments on inadequate farm units, such as these, it was necessary to secure extensions on the small balances as well as the large. This work took a great deal of time. In many instances as many as four or five calls were made on a landlord before the final arrangements were worked out.

To accomplish security of tenure, mortgages in Orange County, Vt., have been rewritten through the cooperation of the Federal Land Bank or private mortgages and in some instances long term leases have been secured with options to purchase during the life of the lease. Advance rent has been financed through FSA loans.

It was extremely difficult at the beginning of the program, in Laurens County, Ga., to rent good land for the families in this project, due to their past history as farmers and citizens, but now landlords are coming into the county office complimenting these families on improvements made around the farm and home and records kept. Furthermore, all landlords are now willing to give 5-year written leases. In one



instance, in which there were nine families renting from one landowner, he was offered \$5 per plow more rent for 1940 than the clients were paying, but refused to accept, stating he would rather have these families on his farm even though it meant \$5 less per plow as rent.

## LIVESTOCK

The majority of farms in all counties are sadly lacking in housing facilities for livestock. In Mercer County, W. Va., it has been necessary that some new buildings be constructed on most of the farms and repairs made on buildings on all the farms. A large part of this has been done with poles and logs; a few chicken houses have been constructed of rough lumber bought at nearby mills. One client completed a chicken house, in which he kept 30 hens and maintained better than 50 percent production throughout the winter, with logs and shingles at absolutely no cash expenditure. Another client is housing a horse, 2 cows, 15 sheep, and 1 sow in evergreen lean-to's because he entered the program late and has not had time to cut timber with which to build more substantial buildings. Many of the buildings being used are far from ideal but they are much better than those formerly in use and were constructed with a small cash outlay. It will require a building program of at least 5 years duration before all the families in this county have ideal shelter for their livestock. When the program was first started in Beltrami County, Minn., 8 owners did not have barns on their farms. Eleven new barns have been constructed in the last year.

Most of the clients have never practiced the inoculation of hogs and cattle. In some counties, particularly Mercer County, W. Va., this phase of the program is progressing very slowly, because it is impossible to get State tests made for Bang's disease as well as tuberculosis.

## MARKETING

Another problem that has faced the clients in Mercer County, W. Va., and which has required much work, is the marketing of their produce. The Extension Service sponsors a cooperative lamb- and wool-marketing unit, but there is no system of marketing poultry and other foodstuffs. In 1939 a group of clients were unable to sell their potatoes to the local merchants. A number of wholesale houses were approached, but the response from each was "these people will not give us graded potatoes because they have no grader and their product is not as good as we are buying from western brokers." Finally, when this answer was given by the head of the largest wholesale house in the area, he was asked if he knew what grades were. It was found he did not. After an explanation he agreed to pay the market price for any potatoes graded No. 1 Standards with the reservation of asking for inspection, if there was any question in his mind as to their qualifications. A potato-grading demonstration was held for a group of clients at once. Upon arriving at the farm, the Supervisor found he had forgotten to bring sizing rings. The farmer offered to try to find a 1 7/8" ring. He succeeded in finding a 2" one from a trace chain. This was used in place of the sizing rings. All clients had just such a ring at home which they used to grade their potatoes. Each of the clients present delivered at least one truckload of potatoes to the wholesaler and although they were sacked in used sacks, the wholesaler paid 5¢ more than

the market price and wants all the potatoes the clients can produce in the future. It is significant that these clients substituted a 2" iron ring that they can use the entire year for other purposes for a \$60 potato grader and are receiving a premium price for their products because of it.

To facilitate the marketing of cash crops in Orange County, Vt., it was necessary to organize a cooperative marketing association known as the Orange County Farmers' Cooperative Association, Inc. The organization was accomplished by holding several group meetings of all clients and known applicants in the area. Representatives from The First National Stores, the Vermont Maple Cooperative, and the Vermont State Department of Agriculture attended these meetings and assisted with the setting up of the association. By-laws adopted called for the election of seven directors, six of whom are clients. All except three of the total membership of 27 are project clients. It was possible to lease a potato warehouse in which potatoes were stored and graded. Weekly deliveries to The First National Stores, A & P, and Grand Union Stores in the eastern part of Vermont, were made until the first of March. All work involved was performed by the members of the organization. The product was marketed under the cooperative's brand. The grade delivered to the consumers resulted in increased orders for the coming year. Squash was also stored and marketed to a smaller extent. Storage facilities did not prove satisfactory, and the market was such as to make the past year's crop unprofitable. However with the experience gained it is planned to change the methods of handling to insure profitable returns.

#### NONFARM EMPLOYMENT

In most of the counties many of the families have always depended on outside employment, to supplement their small income from their farms. In San Miguel County, N. Mex., up until about 10 years ago, it was the custom among small farmers, such as the project families, for one man to farm all the land belonging to three or four while the others tried to find outside work. In other cases, the man and older boys of the family were able to obtain seasonal employment during a few months of the year to supplement the meager farm income. Here, as elsewhere, outside employment in the past few years has become very scarce. Those who depended on seasonal work to supplement their income have not been able to obtain work and those who had turned their farm over to a relative or neighbor to operate found themselves out of a job and were forced to come back to their small acreages. No solution to the problem of providing supplemental income has as yet been worked out.

Two possibilities were given serious consideration in Orange County, Vt., in devising means of supplemental income which could be earned by the women aside from a few dollars from washings, cleaning or as agents for household products. One was the production and curing of herbs and the other was the development of homecrafts with marketing possibilities. Material on the care, production, and curing of herbs was secured. Visits were made to the WPA Herb Project, being successfully carried on at Pembroke, N. H. Interest was stimulated among the clients--both standard and project and in the spring of 1939 nine families started herb beds principally of sage and catnip. Experiments were made with several other medicinal herbs and condiments. The beds were not productive of a cash income last year but gave the families a supply for home use. Several drug companies have been contacted regarding the marketing of



these products. This will not be possible until they are raised in larger quantities, but the number of beds will be increased this year and those started last year are expected to produce a small surplus to sell.

In working out the development of a craft for these families it was decided from a practical as well as a lucrative standpoint that with proper equipment, weaving was best suited to their needs. It was felt that the articles made would be a useful addition to the home furnishings; that the weaving of cloth would enable them to have a better quality of goods at less expense; and that the experience gained in making articles for the home would afford an opportunity for improving their work to marketable quality. In the first place, sheep are being introduced as a source of raw material. Interest was aroused by group meetings with the clients and it was decided that by getting out their own lumber and purchasing the necessary hardware the clients would be able to build their own looms at a minimum expense providing they had a model and blueprints from which to work. In the meantime, while the work was being done on the looms, the women would receive instructions from the model. Visits were made to various colleges, weaving school, and handicraft projects, where different types of looms were seen. The loom recommended by the School of Living was thought to be most practical for the kind of weaving the clients hoped to do. It was acquired and made ready for use in March 1940. A well-known weaving instructor in the State and an FSA client is to assist with a 3-day demonstration to the clients. Construction of the looms was to start after harvesting time but another winter should see the development of the work well under way. The setting up of the loom has interested a large number of families.

In Knox County, Ky., eight young married men were selected, without their awareness of an experiment, to start an exodus of surplus labor. These men were encouraged to develop a subsistence program, then leave during winter months for work in coal mines, machine shops, or whatever employment could be found. Six of the men found employment with coal companies; five of the six earned sufficient income so that a supplementary loan was not necessary for 1940 farming. One, a tenant, took the attitude that if the Government could help him, he could help himself. He paid his loan in full and now plans to farm during summer months and work with coal companies during the winter months. Two found supplementary farm employment in the Blue Grass Area. Results: Each of the eight young men are influential in shifting surplus labor from the point where it cannot be used to localities where it is in demand. A very low-income family in this same project area was confronted with the problem of securing additional income to replace previous income derived from blacksmith work. The Rural Rehabilitation Supervisor found from a survey made that only 3 percent of the clients owned usable farm wagons, but 12 percent had the necessary hardware for wagon construction. The former blacksmith was encouraged to utilize his odd hours toward establishing a new business--wagon making. To date he has made one wagon and done extensive repair on three others, which brought an income equivalent to two average cash crops in the same area.

Closer cooperation of this program with other agencies is felt as an urgent need, especially in regard to WPA work. In most counties project clients are removed from WPA rolls as soon as loans are made. Many families are borderline cases with respect to the type of aid needed, and it is therefore difficult to determine on the part of either agency whether or not they are responsible for assistance to a family.

For example: In Grundy County, Mo., one family interviewed had just been dropped from WPA rolls because of an 18-months ruling. In the meantime, they had applied for an FSA loan. Since they owned a 4-acre tract and could rent additional land for crops and pasture it was not difficult to work out a plan for them but by the time this was completed they were accepted by WPA again and therefore withdrew their application for FSA aid. They were willing to continue with the loan if they could retain their WPA work until sufficient income was available from farming. In this case, with closer cooperation between FSA and WPA, this family would have become almost, if not entirely, self-supporting within a short time and, as a result of producing their own living through creative effort, their pride and morale would have been preserved; whereas, they are at present being maintained at a public expense of \$400 annually with no future plans or prospects. Much better relations exist in Beltrami County, Minn., where, when this project program was explained to the District WPA Supervisor, assurance was given that none of the project families would be terminated from WPA rolls unless the approval of the FSA Supervisor was first secured.

### HOUSING AND SANITATION

Most of the noncommercial families live in houses that are inadequate in size and in most cases in need of repair. In Mercer County, W. Va., the homes of most of the clients can be described only as makeshift ones. The majority are built of rough lumber and are poorly weatherstripped; several are made of logs. Many of these families have tried in various ways to make their homes more comfortable and attractive. One family did not have money to buy a window for the log house which they had built. The man found a windshield in an old wrecked car from which he fashioned a window.

It has been difficult, in Beltrami County, Minn., to get families to draw plans or use them in building or improving their houses. Since they have never been accustomed to storage space it is hard for them to recognize the necessity of including closets in housing plans. This county has been particularly active in building and repairing homes and other buildings and in enlarging and constructing cellars and basements. The majority of the work has been done by the clients themselves, without the aid or expense of a hired carpenter. They have also utilized low-cost material and native timber which has resulted in tremendous savings. One family constructed a farmhouse 26' x 28' and a garage (in use as a sheepshed) 16' x 18' for \$575 actual cash, including carpenters' labor. It is worth at least \$1,200. The house of another family was in fairly good condition but they had a very poor barn. Due to lack of funds, they decided to build a small shed barn without a foundation. After being shown by the supervisors that they could do their own work by cutting logs and using mostly native lumber, they decided to construct a gambrel-roof barn 28' x 40'. They sawed their own lumber and sold enough native timber to a local dealer to pay for necessary cement, nails, windows, shingles, and hardware. This barn that was built for \$550 cash outlay is undoubtedly worth \$1,500. These examples are typical of savings effected on other buildings.

The progress made in home improvements in Orange County, Vt., since 1938, shows such increases as: A 40 percent increase in the placement of water in the homes, a 20 percent increase in the number of families installing electric lights, a 60 percent increase in the number of families securing screens for their doors and windows, a



60 percent increase in the papering and painting of one room or more, and a 55 percent increase in the reduction of fire hazards.

During 1939, in San Miguel County, N. Mex., where there are 63 noncommercial families, 40 of them were reported as having provided screens for the doors and windows in their homes, 10 built storerooms, 22 plastered and improved their houses, 26 improved their home furnishings, 26 cleaned and improved their yards, and 20 planted flower gardens.

In Knox County, Ky., deplorable housing conditions, lack of sanitation, and evidences of poor health existed in approximately 95 percent of the homes. In this county, clients have pooled their financial and material resources to bring about a more uniform product with minimized effort. This attitude was particularly beneficial when WPA and the County Health Department offered assistance in a program of sanitation. Thirteen sanitary toilets were built; the county health inspector was given 10 days additional employment, an aggregate of 60 days WPA labor was used, the toilets were properly located and cost less than if built by individual clients.

During 1939, in Oglethorpe County, Ga., 46 sanitary privies have been set up on farms occupied by the project families; four were built and are ready to be set up on the farms to which the four other families are moving in 1940. They were located where they would have drainage away from the well. In many cases, lot fences were moved to prevent drainage away from the lots into the well. Thirteen wells have been dug and seven improved. Each is walled with cement and has a concrete curb and slab. Thirteen have hand pumps and the remaining seven have new boxes. Forty-one houses have been screened and the others will be screened soon. It is reported by supervisors on this project that the families greatly appreciate these improvements and that it is difficult to learn in most cases just which is appreciated most.

The sanitation situation in San Miguel County, N. Mex., which was extremely deplorable at the beginning of the program, has been improved considerably. Open-pit type toilets that were in common use have been replaced by sanitary units in 46 (or 73 percent) of the homes. The community had only six wells and with one exception these were inadequately protected. The chief sources of drinking water were the river or the irrigation ditches. To provide a safe supply of water a plan was worked out for the digging of cooperative wells. That is, four, five, or six families, whose houses were grouped so that they could efficiently use one well, agreed to cooperate in digging the well. Agreements were drawn up in which the owner of the land where the well was to be dug agreed to donate the site for group use and provisions were made for equal rights in the use of the well.

## HEALTH

A universal prevalence of acute or chronic diseases and physical defects, such as pneumonia, tuberculosis, cardiac, malnutrition, venereal diseases, stomach and kidney trouble, and defective tonsils, hearing and teeth, exist among these underprivileged families. In Grundy County, Mo., 60 percent of the families were ill at some time during the last 3 years. Their present plight can, to a great extent, be attributed to physical and mental incapacities. More than 60 percent were classed

at the time of the survey as lacking either the mental or physical capacity to make their own living from the farm. In 68 percent of the chronic cases adequate treatment had never been rendered because of the cost involved.

All of the 50 families in Laurens County, Ga., belong to the County Medical Association. Every family except one has used a doctor this year. Eight families had babies and the Medical Association made it possible to have the services of a doctor instead of using a midwife as had been necessary in the past. In April every person was given a complete physical examination to determine just what their physical handicaps were. Among the findings were: 44 women needing repair of female organs, 141 people who had diseased tonsils, 196 persons who had defective teeth, 12 tuberculosis suspects, 6 persons suffering from hernia, 8 needing correction or treatment for hemorrhoids, 17 pellagra patients, 63 children who had developed rickets, 26 people needing to be circumcised, 2 women needing tumors removed, 9 suffering from varicose veins, 1 ectopic pregnancy, 1 woman needing treatment for tularemia, 70 people with defective hearing, along with 75 people having hookworm.

The first corrections were the removal of a 7-pound tumor, the treatment of the tularemia patient at the hospital and the performance of an operation for the ectopic pregnancy. In addition, 24 women have had female corrections, 6 people have had hernia corrections, 6 were treated for varicose veins, 1 tumor was removed, 22 people were circumcised, and 99 tonsils were removed. All tuberculosis suspects were X-rayed in August and one positive and five suspects were found. All suspects had a second X-ray in December--results not received yet. All pellagra patients are taking yeast. All hookworm cases have been treated. Five people had the second treatment and 3 had to take the third. At present there are no cases of hookworm. Children who have rickets have been taking cod liver oil and sun baths, and the one diabetic patient has been taking insulin for several months. One appendix operation has been performed and a tongue clipped for one small child.

It is felt in Mercer County, W. Va., that the health situation in itself justifies the project. Very few of the children had been vaccinated for smallpox and almost none have had immunization for diphtheria or typhoid fever. The county health doctor is old and carries on no program. In fact, very few people know there is supposed to be such a program. When a loan was written for one family in March 1939, the supervisor noticed three children of pre-school age so undernourished that they did not have energy enough to play, but dozed off in fretful sleep whenever they got near the warmth of the stove. A visit was made in November 1939 at which time the children were playing and romping like wild Indians.

Although the Reynolds County, Mo., clients are in urgent need of a Health Program, no facilities are available for such aid or service. Help from the State Department has not been received because the policy is to work through school districts and county superintendents of schools. As there appears to have been some doubt as to the rightful holder of this county office and the schools are in such poor condition, the State Board of Health has not been active here. That improper diet has been responsible for many of the physical defects in this county, is emphasized by the fact that slightly more than 80 percent of the families selected were in need of dental work. In one family, a 3-year-old child was unable to stand alone, but since coming on the program it has been given vegetables, milk, and cod-liver oil and is now able to run nearly as well as a normal child.



Adequate medical care has been secured for the Orange County, Vt., clients through a State-wide medical program sponsored by FSA. More than 80 percent of the project families are participating in this service. Approximately 70 percent of the clients in Mercer County, W. Va., are also participating in a medical program sponsored by FSA through the facilities of a Virginia Medical Association.

Cooperation has been received from the County Health Department in San Miguel County, N. Mex. A public health nurse is planning a series of Mother Classes for expectant mothers, married women, and midwives. These classes will be given by the public health nurse, with the assistance, if needed, of the San Miguel County maternal, child health, and midwife consultant, the Farm Security Administration State Nutritionist, and the County Extension Agent. During the social refreshment period following the meeting, cocoa made from samples supplied by the Health Department will be served by a volunteer committee. The classes will include the discussion of: (1) The Health Department with respect to its responsibility to the Community--the responsibility of the group to the health nurse and the midwife's responsibility to mothers, to herself, and to the Health Department; (2) the unborn child; (3) the changes in a pregnant woman; (4) direct needs of a pregnant mother; (5) baby's clothes, bath and bed (Exhibit material - pot, tub with water, low chairs, table, netting over bed, newspapers, face and bath towels, washcloth, doll dressed for summer, baby's toilet tray, fresh bed linens, and patterns pinned on cloth to show economical ways of cutting baby's cardboard bed in the various stages of construction); (6) postpartum and newborn care. These classes are to be followed later by others, relating to different health problems and topics.

In Beltrami County, Minn., an immunization and vaccination program for diphtheria and smallpox was carried out through the schools. Ten expectant mothers have received information and advice through visits of the County Health Nurse as a part of her program on prenatal care--arrangements are being made for one mother to secure medical care for the first time at the birth of her ninth child.

### SOCIAL AND EDUCATIONAL ACTIVITIES

Social and educational opportunities and facilities have been extremely limited, if available at all, to these people. Activities are being stimulated mostly through group meetings arranged by the supervisors and leaders of other agencies.

In Orange County, Vt., a group of noncommercial homemakers have been organized and all-day meetings have been held monthly at the individual homes. Lunches were planned and each person attending contributed some product, usually home-produced, for the preparation of the meal. None of these women were acquainted at the time the meetings began but have since become very friendly and carried the friendships outside the meetings; attendance has been good and visitors have been invited by the clients. The subject matter discussed at the meetings was connected with home management, gardening, canning, sewing (including clothing renovation), etc. On two occasions joint meetings of the operators and homemakers were held. Improved cleanliness is apparent in the homes as a result of the entertaining done by these families. The meetings have also interested them in participating in other community activities such as Grange, church societies, and home demonstration groups. The fact that they were able to appear better clothed than previously was no doubt a contributing factor.

The need for more adequate educational and social facilities is particularly outstanding in San Miguel County, N. Mex. Here the families themselves are constructing a community building. Each family head agreed to donate the necessary work to erect the building and a committee of three was elected to direct the work. When the building is completed facilities will be available for group social and educational activities. Also, equipment will be provided for weaving, sewing, cooking, blacksmithing, and woodworking. It is thought that the actual building of the community center by cooperative effort and its use after completion will do more to promote community understanding and welfare, to enable a more efficient educational program to be carried on, and to lay the ground work for cooperative enterprises, than any other one thing that might have been done.

The Extension Service has been especially active in educational programs and meetings for the project families. In Thurston County, Wash., the State Home Management Specialist of the State College visited the home of one family who was rebuilding their house, and planned the kitchen in every detail. It will be used in the future as a demonstration kitchen for other clients. She also planned for another family a new house which will be used as a "demonstration house."

In Beltrami County, Minn., group meetings were conducted during the entire month of October in cooperation with the vocational and agricultural teachers. The project supervisor arranged the meetings and acted as chairman while the local agricultural and vocational instructors led the discussions. Members of the 4-H Club served pie and coffee, at 10¢ a lunch. In this same county, as well as others, an attempt has been made to supply the clients with more reading material. Bulletins on meat canning, cutting and curing, copies of the Market Basket, grouped by subjects, bulletins on health, food nutrition and low-cost building have been circulated.

Nine project homemakers, in Laurens County, Ga., are members of Home Demonstration Clubs and 27 boys and girls are members of 4-H Clubs. Four boys are taking vocational agriculture; three girls are members of Vocational Home Economics Classes, and a total of 121 children are attending school. In Oglethorpe County, Ga., all of the 79 children of school age were enrolled and supplied with books during the 1938-39 term. However, the attendance of the Negro children was irregular as no means of transportation was provided for them, and the schools are so few and far between that it was almost impossible for the children to attend during the winter months. One boy is taking vocational agriculture and one client has been taught to write his name.

### EMOTIONAL DIFFICULTIES

In the early stages of the program supervisors were aware of a feeling of inferiority and distrust of neighbors among the majority of the project families in all counties. Frustrations caused by their inability to satisfy their inherent craving "to be," "to have," "to belong," and "to create," had destroyed their faith in themselves, their initiative and their hope for a brighter future. To several supervisors, who contact these families personally, the change in the mental attitude of these clients has been the most important and striking accomplishment effected during the year's work. The former defeated, whip-dog appearance and outlook on life has been replaced by improved facial expressions, strengthened faith and a friendlier and more



cooperative spirit toward neighbors and supervisors. As the health and economic conditions of these families have improved, they have begun to feel that they are a part of the community and have started to formulate plans for the future. One man whose net worth was \$200 when he came on the program has been asked to run for Justice of Peace in his district in Mercer County, W. Va. Several women have accepted and are ably handling leadership positions in Home Beautification Clubs and similar groups.

Constant bickering and strained relationships between husbands and wives, caused to a great extent by the effort involved to obtain a bare existence, have been alleviated, by frank discussions of problems and differences and by improved living conditions.

Self-help initiative has been stimulated, and marked evidence of resourcefulness has been encountered among many families. In Reynolds County, Mo., clapboards have been made with which to cover houses, barns, and other buildings - new rail fences have been erected, eliminating the cash expense ordinarily involved in fencing - hinges for gates and doors have been provided from old automobile casings - log houses and barns have been constructed - cellars have been built with native rough lumber and insulated with sawdust - farm wagons have been made from the chassis of old cars - stream beds have been diverted to one side of narrow valleys to obtain more cultivatable land - furniture and toys have been improvised from orange crates and other odd available material and mops and brooms have been fashioned from cornshucks and hazelbrush. Another illustration of resourcefulness and industry was found in Orange County, Vt., where the 21 clients in the last year have made 137 garments from new material and renovated 330 more; have made 131 household linen articles from new material and 256 from feed bags; and have pieced 11 quilts. One client in this county had no water in his house or barn and a nearby spring was unsuitable for piping to the buildings. He dug another spring large enough and of an elevation high enough to furnish an adequate supply. This necessitated digging a ditch approximately 400 feet long and laying the pipe, which he did without assistance of any kind. Not only did he accomplish this but he also successfully installed water in both house and barn. With no experience in plastering, papering or painting, this family renovated three rooms, completely changing the appearance of the place and making it a cheerful, pleasant home in which to live. The effect of these changes has resulted in marked improvement in the family's outlook on life.

#### ADMINISTRATIVE PROBLEMS

Workers in some counties have not encountered any major administrative problems but in several counties some difficulties have been experienced. From Orange County, Vt., it is reported that, because of the timely cooperation shown by regional officials, any questions regarding methods of procedure were quickly and smoothly taken care of, thus enabling the program to be worked out as planned with the individual families. However, in several of the counties a number of administrative problems have been encountered. The problems that have arisen have been in most cases the outgrowth of the feeling of a lack of written policies which resulted in misunderstandings rather than disagreements. This lack of written policy has also resulted in differences in interpretations of what written instructions were available. As the program progressed it was found in some areas that workers on this program were expected to be guided to a large extent by the same regulations that apply to the Standard Rehabilitation Program.

This has, it is felt, necessitated the constant guarding against turning the program into a standard one, with deficiency grants in each case. In one case the medical part of the program was in confusion. Verbal instructions were received from a representative of the Washington Office that a complete examination would be given all families and that necessary physical rehabilitation would be carried out by a series of grants after this examination. Therefore, no money was set up in the home plans to care for this phase of the program. Later, further information about this examination was supplied and a large number of the families are now handicapped by chronic ailments which should have been remedied.

A misunderstanding concerning the use of the county committee has arisen also. In one county it seemed to the project personnel that the use of the committee in approving applications defeated the purpose of the program but they were compelled to use it until November 1939. During this time the chairman of the committee acted as a rubber stamp and approved all applications presented to him. Verbal information was issued in November 1939 by a representative of the Washington Office that this was contrary to the idea of the originators of the program. Since then the county committee has not been used but it is understood that in the report of a recent survey of the project, criticism was made for not using the committee. In one of the Appalachian counties there has been some confusion because of the tendency to consider the project as one of the Appalachian Projects and make the same rulings apply to both. A problem that needs immediate clarification is what to do with applications of families who need assistance after the quota of 50 families, which is all that can be given adequate supervision, is reached.

#### APPRAISALS

Supervisors in the different counties have expressed various opinions in regard to the accomplishments effected and techniques employed during the past year, as well as the future outlook of the program. The following excerpts from some of their annual reports convey to some extent their reactions.

Orange County, Vt.- "As a result of the past year's work we are convinced that it is possible to work out a program with low-income families which will enable them to become self-supporting and respected persons in the community in which they live. The work with them so far has been the laying of a foundation on which to build. The methods employed with these people have been applied effectively to the transferred standard problem cases."

Laurens County, Ga.- "Anyone who has watched these people grow in hope, ambition and strength during the past twelve months will surely realize a little cash, encouragement and a great deal of close supervision is what these low-income farmers need if they are ever to be able to produce a living from the soil."

Grayson County, Va.- "Some families have made such limited progress, it is doubtful if they should have ever been accepted. However, in many instances considerable progress has been made and suggestions of a practical nature that would bring about permanent inexpensive improvements have been made by clients--as the work advances, it is our belief, with the knowledge of past experience, that it will be possible to secure much more pronounced results than have been attained in the past."



Mercer County, W. Va.- "When loans were being written a number of the more substantial citizens warned that the government was only throwing money away on a lot of lazy trash. The man that was downed the worst, not only made one of the best clients, but has made his 1939 repayments and one-half of his 1940, and he has also paid a number of his old debts in the community. After working 50 loans it seems the best criteria for a good client is a bad reputation."

San Miguel County, N. Mex.- "The improved practices carried out in the way of sanitary facilities, improved diets, land improvement, crop rotation, and farm and home record keeping, are to an extent superficial in that the need for them and the value of such practices, except in relatively few instances, have not penetrated to the consciousness of the people themselves. Many improvements have been made, and record books are being kept simply because they are required. The ultimate realization of the objective will evolve only from a well planned efficiently executed educational program."

Reynolds County, Mo.- "Experience from the past year's work indicates a change in the past procedure would be feasible--we are now inclined to believe that most of the families will never operate a farm of sufficient size and productivity to enable them to live independently of outside sources of income and that too much stock has been provided for efficient operation. Due to the small amount of land cultivated and the limited ability of the operators we believe that the livestock and equipment should be more limited to start with and increased as the family shows necessary progress and desire to really farm. In most cases not more than one horse and in some instances not even one should be used. This is substantiated by the fact that some clients have already reduced and requested that they be allowed to reduce their livestock inventory-- It is also felt cooperative loans have previously been made too hurriedly without enough educational program being carried out beforehand."

Beltrami County, Minn.- "We shall appreciate any help that may be given us from experience in other regions and we should like to compare what we are doing with the type of work being done elsewhere. A great deal of the time we have felt we were groping blindly. The entire program, as we view it, contributes *gradually* and *finally* toward the building of a better cultural background for these low-income families."

A local merchant in Laurens County, Ga., who was a former critic of FSA made this statement to the local supervisor: "I have been in the homes of these people all my life and I surely can tell a big difference in the way they keep their homes and yards. Things are much cleaner and kept in order. They have made more progress than I ever thought possible."

It is evident from information presented in the Annual Reports that many problems have been encountered and numerous accomplishments effected. Although splendid cooperation seems to have been secured, with but a few exceptions, from other agencies, it does appear that effective coordination of services obtainable through these sources, which is necessary in order that maximum benefits and results may be received, was lacking. It is believed that this weakness can be greatly strengthened, if not entirely eliminated. The plan of work submitted by the Beltrami County, Minn., Staff is attached as an illustration of what might be done. This plan includes a cooperative assistance request chart which shows the exact period, the agency and the person from whom cooperative assistance will be requested and the activity with which each will be concerned.

It is also apparent that the field staff, working with these underprivileged families, has discovered prescriptions in terms of confidence, encouragement, and understanding which have heightened the social and economical possibilities of these people.



## APPENDIX

Table 2.- Loans and grants made to noncommercial families.

County and State	Total amount of loans approved	Average loan per family	Total amount of grants paid out	Average grant per family	Repayments due Dec. 31, 1939	Repayments made Dec. 31, 1939
Laurens, Ga.	\$28,265.00	\$565.00	\$14,017.00	\$280.00	\$3,110.00	\$910.00
Oglethorpe, Ga.	22,438.00	448.00	13,200.00	264.00	919.00	80.00
Knox, Ky.	24,230.00	250.00	15,581.00	161.00	--	--
Beltrami, Minn.	31,620.00	719.00	5,508.00	125.00	502.00	450.00
Grundy, Mo.	9,992.00	588.00	827.00	49.00	530.00	252.00
Reynolds, Mo.	24,619.00	547.00	9,616.00	214.00	--	553.00
San Miguel, N. Mex.	( <sup>1</sup> )	( <sup>1</sup> )	10,566.00	168.00	( <sup>1</sup> )	( <sup>1</sup> )
Grayson, Va.	4,973.00	138.00	5,586.00	155.00	180.00	413.00
Thurston, Wash.	21,780.00	726.00	14,180.00	473.00	367.00	139.00
Mercer, W. Va.	21,312.00	426.00	8,262.00	165.00	1,202.00	1,227.00
Orange, Vt.	26,300.00	1,143.00	4,389.00	191.00	2,659.00	1,924.00
Total all counties	215,829.00	488.00	101,732.00	201.00	9,469.00	5,948.00

<sup>1</sup> Information not available.

Table 3.- *Extent of survey and classification of cases*

County and State	Number of families contacted in survey area	Number of plans developed under		Number who appear to need assistance but unwilling to accept	Number classified as needing no assistance	Number of families referred to other agencies						
		N. C. F. program	Standard rehab. program			Total	WPA	CCC	OAA	NYA	Welfare	Other
Laurens, Ga.	85	50	5	3	0	4	2	1	-	-	1	-
Oglethorpe, Ga.	77	50	8	2	1	16	-	1	1	-	-	14
Knox, Ky.	144	97	1	9	2	12	4	3	-	5	-	-
Beltrami, Minn.	313	44	4	3	153	7	3	-	2	-	2	-
Grundy, Mo.	63	17	18	2	2	4	-	1	3	-	-	-
Reynolds, Mo.	150	45	19	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )
San Miguel, N. Mex.	( <sup>1</sup> )	63	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )
Grayson, Va.	68	36	0	12	6	14	8	-	-	-	4	2
Thurston, Wash.	474	30	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )
Mercer, W. Va.	161	50	13	49	19	11	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	11
Orange, Vt.	87	23	31	13	6	11	-	-	1	-	-	10
Total all counties	1,622	505	99	93	189	79	17	6	7	5	7	37

<sup>1</sup>Information not available.



Table 4.- *Extent of services and improvements. — 1939*

County and State	Number of families receiving specified services and making certain improvements														
	Participation in cooperative services		Cooperative service loans	Farm debt adjustment	School lunches through FSOC	Surplus commodities	WPA	CCC	NVA	Public assistance	Public health service	Medical examination	Other aid	Improvements	
	Sponsored by FSA	Not sponsored by FSA												Water supply	Privies built
Laurens, Ga.	50	--	--	3	--	--	--	4	2	--	--	50	--	22	50
Oglethorpe, Ga.	50	--	--	7	8	35	--	1	3	--	--	50	--	20	46
Knox, Ky.	77	77	--	--	--	1	3	6	4	2	--	1	--	22	51
Beltrami, Minn.	--	--	--	--	--	--	8	3	15	4	1	3	13	--	5
Grundy, Mo.	--	--	--	5	6	--	2	3	--	1	--	9	5	--	1
Reynolds, Mo.	17	--	7	3	16	41	--	6	4	1	--	--	1	2	1
San Miguel, N. Mex.	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )
Grayson, Va.	36	--	--	4	--	--	--	--	--	--	--	11	--	4	--
Thurston, Wash.	2	13	2	19	14	--	1	1	4	--	1	--	--	9	--
Mercer, W. Va.	31	--	16	24	--	--	15	4	--	7	--	14	--	5	23
Orange, Vt.	17	--	--	7	5	--	18	--	--	1	5	--	15	7	8
Total all counties	280	90	25	72	49	77	47	28	32	16	7	138	34	91	185

<sup>1</sup>Information not available.

"THAT SORT OF PEOPLE"



1938



1940



PROGRAM OF WORK  
for  
Beltrami County Non-Commercial Project  
for 1940

The program of work has been set up in several units as follows:

**Exhibit 1 - Program Plan**

This section includes the detail planning or "what" part of the plan, showing, within each phase of the program, the goals to be attained, the factors creating the problems involved in attaining each goal, and proposed plans to be followed in an effort to attain the goals as set up.

**Exhibit 2 - Calendar of Work**

In order to organize the "when" and "how much" of the plan of work, the calendar was set up to show the periods when each phase would have (1) concerted effort, (2) emphasis, (3) regular attention, and (4) the number of cases<sup>2</sup> needing assistance in each phase of the program.

**Exhibit 3 - "Cooperation and Assistance Request Chart"**

This chart shows the agencies and personnel from which cooperative assistance will be requested, the activity with which each will be concerned, and the time when such assistance will be needed.

**Exhibit 4 - Check Sheets for Home Activities**

**Exhibit 5 - Check Sheets for Farm Activities**

These sheets are to be set up and used in a work notebook by the supervisor, to keep a simplified running record of "work to be done" and a check on "when" it is accomplished. It will provide a quick means of obtaining a summary of "what" and "how much" has been accomplished in a given period.

**GENERAL COMMENT**

Individual differences in ability, interest, attitude, status of development, etc., necessitate a highly individualized method of approach and follow-up. Each family will be dealt with on the basis of need, ability, attitude, etc. Different devices will be used in different cases. Individual family goals are set for attainable objectives for short enough periods that success will be possible--as self-recognized success seems to be one of the greatest steps toward rehabilitation. Every practical and available method and device will be utilized to determine "best methods" of supervision.

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<sup>2</sup>Number of cases based on anticipated total of 50 families on project.

BELTRAMI COUNTY NON-COMMERCIAL PROJECT PROGRAM  
For

FISCAL YEAR BEGINNING JULY 1, 1940

PHASE OF PROGRAM	GOALS	FACTORS CREATING PROBLEMS INVOLVED IN-ATTAINING GOALS	PLANS FOR ATTAINING GOALS
I. REAL ESTATE			
A. Land development	A. Provide for each family sufficient crop acreage and total acreage to make a family size unit <sup>1</sup>	A. <ol style="list-style-type: none"> <li>1. High cost of clearing</li> <li>2. Labor needed necessarily involves much time, requiring years to complete the task</li> <li>3. Insufficient total acreage in present farms</li> <li>4. Lack of financing</li> <li>5. Undeveloped farms purchased within a period too recent for complete development at this time</li> <li>6. Insecurity of tenant due to inability to meet schedule of payments on present real estate debt from income</li> </ol>	A. <ol style="list-style-type: none"> <li>1. Create desire for cleared acreage by showing how feed and seed costs will be reduced and income increased. Accomplish this through effective use of the farm and home plan and record book</li> <li>2. Encourage:               <ol style="list-style-type: none"> <li>(a) Slashing during winter months</li> <li>(b) Close cutting spring and fall</li> <li>(c) Grubbing by man labor and dynamite as needed</li> <li>(d) Hiring of bull-dozer</li> <li>(e) Use of stump puller and horse power</li> </ol> </li> <li>3. Through use of farm plat in account book (revising each year) to show location and size of fields for the various crops, also the clearing and breaking to be done. (Copy of farm plat on Supl. 1 to RR 14 in field folder.)</li> <li>4. Purchase of additional suitable agricultural land on easy term contract as planned in present farm plan. Use SRE<sup>1</sup> loans where needed. Encourage leasing of additional cropland.</li> </ol>

<sup>1</sup>Note: If loan funds could be used for purchase of additional land to make a family size unit, this goal could be more easily attained.



Exhibit 1 (Continued)

PHASE OF PROGRAM	GOALS	FACTORS CREATING PROBLEMS INVOLVED IN ATTAINING GOALS	PLANS FOR ATTAINING GOALS
B. Soil	B. Insure proper improvement and maintenance of soil	B. 1. Lack of appreciation of importance	B. 1. Encourage: (a) Proper crop rotation (b) Correct use of fertilizer (c) Cooperation with AAA, SCS, Forest Service, Agr. Ext. Serv. (d) Attendance at Cooperative Agencies Meetings
C. Buildings - Fences	C. Provision of farm buildings and fences satisfactory to the unit, the family and the area, such as: barns, dwelling, privy, sheep barns, storage space, root cellars, ice houses, etc.	C. 1. Insufficient income 2. Satisfaction with a low standard. Have felt incapable of attaining a satisfactory standard 3. Inability to plan ahead 4. Lack of resourcefulness 5. Lack of financing in past 6. Insecurity of tenure on present credit terms and with present income	C. 1. Using services of FSA construction division personnel who will develop specific practical plans with family and supervise construction 2. Encourage: (a) Cutting of logs and fence posts on own farm (b) Utilization of as much native lumber as possible for use in building 3. Secure planning assistance of Sanitary Engineer, State Dept. of Health (District Health Unit) 4. Help plan for and finance building improvements on a practical basis
D. Water	D. Provision on each unit of a satisfactory water supply for the family and livestock	D. Insufficient income and financing High cost of drilling wells	D. 1. Provide necessary financing through loan to: (a) Drill new wells where needed (b) Improve present well where necessary 2. Advise regarding proper placement (Coop. of Health Unit Sanitary Engineer)

PHASE OF PROGRAM	GOALS	FACTORS CREATING PROBLEMS INVOLVED IN ATTAINING GOALS	PLANS FOR ATTAINING GOALS
E. Farmstead	E. Attain a satisfactory level of farmstead improvement and upkeep which will improve the appearance of the farmstead and stimulate the development of family pride	E. 1. Temporary nature of previous construction 2. Limited information and experience 3. Present community standards 4. Inadequate funds	E. 1. Emphasize: (a) Improvements of more permanent nature (b) Driveways and lanes (c) Chimneys (d) Foundations 2. Encourage orderly maintenance of yard and buildings 3. Helping to plan for and finance needed improvement and upkeep 4. Focus attention on safety measures and fire hazards
II. CROPS			
A. Feed and seed crops	A. Production on all units of maximum feed and seed requirements	A.-B.-C. 1. Insufficient cleared acreage at present	A.-B.-C. 1. Progressive long time planning with families
B. Cash crops	B. Production of some cash crop as source of supplemental income and better use of family labor	2. Value and possibilities of home-produced feed and seed not always recognized by family 3. Relatively limited knowledge of information concerning crops	2. Provide subject matter through home visits, bulletins, attendance at Extension or Vocational Educational group meetings 3. Encourage use of improved varieties of seed
C. High return crops	C. Production of high return crops to the maximum possible in a suitable crop rotation on all units	4. Lack of necessary equipment and machinery to produce special crops	4. Plan with family for financing private or cooperatively owned equipment



Exhibit 1 (Continued)

PHASE OF PROGRAM	GOALS	FACTORS CREATING PROBLEMS INVOLVED IN ATTAINING GOALS	PLANS FOR ATTAINING GOALS
D. Plant disease and weed control	D. Employ disease prevention and control methods for all crops and follow good weed-control practices for increased crop yields	D. 1. Present infestation of fields 2. Frequent use of disease infected seed 3. Limited knowledge concerning control of disease and weeds	D. 1. Provide information on seed treatment, seed varieties, field management, etc. 2. Encourage use of tested seed of adaptable varieties through individual contact, bulletins, attendance at Extension or Vocational Educational Group meetings
E. Pasture	E. Provision of adequate pasture, through improving permanent pastures and supplementing with rotation pasture to assure full feed through the entire pasture season	E. 1. Absence of fences 2. Existence of too much woods and brush 3. Rotation pasture limited by small cleared acreage	E. 1. Encourage clearing of brush and thinning of trees, through supervision, to increase and improve present pasture 2. Increase cropland to provide some rotation pasture where needed
F. Garden	F. Production of a garden of sufficient size to supply adequately each family's needs	F. 1. Monetary and nutritional value not fully appreciated by families 2. Past habits of gardening 3. Lack of adequate canning and storage facilities 4. Limited skills in preservation and storage 5. Limited information regarding all types of garden crops 6. Dietary habits	F. 1. Provide for definite allocation of field space on the farm for a garden. Show in plan 2. Help family build specific garden plan to meet individual need. Purchase seed in accordance with this plan 3. Visit farms frequently during garden season to encourage following of plan 4. Show economic value through use of record book. Large supply of garden produce reduces amount spent for food as well as reduces amount of more expensive products from the farm, such as meat, butter, eggs, etc. which will be used 5. Emphasize value of well-balanced diet 6. Advise on improvement and addition of storage facilities

Exhibit 1 (Continued)

PHASE OF PROGRAM	GOALS	FACTORS CREATING PROBLEMS INVOLVED IN ATTAINING GOALS	PLANS FOR ATTAINING GOALS
III. LIVESTOCK			
A. Herd and flock improvement	<p>A. Provide a livestock set-up that is suitable to the family and the farm unit which will provide for a year round subsistence and an increased income distributed over the year from several different sources</p>	<p>A.</p> <ol style="list-style-type: none"> <li>1. Limited available supply of good foundation livestock</li> <li>2. No testing records</li> <li>3. Inadequate appreciation, experience, information, etc.</li> <li>4. Lack of farm-produced feed and high cost of purchased feed</li> <li>5. Unimproved pasture</li> <li>6. Limited livestock experience</li> <li>7. Primitive stage of development of entire farm unit</li> <li>8. Buildings too small and too poor for adequate protection in winter</li> </ol>	<p>A.</p> <ol style="list-style-type: none"> <li>1. Provide financing guidance and assistance in purchasing (Assistance in gaining)</li> <li>2. Encourage:               <ol style="list-style-type: none"> <li>(a) Retention of high-quality animals and their increase</li> <li>(b) Intelligent culling of livestock and poultry</li> <li>(c) Balancing livestock unit with available feed supply. Enlarge livestock set-up at a rate consistent with land clearing</li> </ol> </li> <li>3. Plan for privately or cooperatively owned sires</li> <li>4. Provide for cooperative cow testing</li> <li>5. Provide practical detailed plans for building, remodeling and repairing barns and other outbuildings. This work supervised by FSA Construction Division Personnel and County and Home Management Supervisor</li> </ol>
B. Feeding	<p>B. Develop farmer's ability to practice proper feeding for highest returns at minimum cost</p>	<p>B.</p> <ol style="list-style-type: none"> <li>1. Limited livestock experience</li> <li>2. Inadequate appreciation, experience, information, etc.</li> <li>3. Lack of farm-produced feed and high cost of purchased feed</li> <li>4. Unimproved pasture</li> </ol>	<p>B.</p> <ol style="list-style-type: none"> <li>1. Encourage - feeding balanced rations for highest returns with emphasis on home-produced feed and improved pastures</li> <li>2. Through study of account records, show value of proper feeding</li> </ol>



Exhibit 1 (Continued)

PHASE OF PROGRAM	GOALS	FACTORS CREATING PROBLEMS INVOLVED IN ATTAINING GOALS	PLANS FOR ATTAINING GOALS
C. Disease and parasite control	C. Employ disease and parasite prevention and control methods to obtain increased net returns	C. Lack of appreciation of importance of disease and parasite control	C. <ol style="list-style-type: none"> <li>1. Encourage: T.B. and Bang's tests</li> <li>2. Demonstrate and encourage sheep drenching, dipping, docking and castrating; delousing of cattle, etc.</li> <li>3. Encourage attendance at Extension meetings and Vocational Educational meetings where subject is discussed</li> </ol>
D: Marketing	D. Develop ability of marketing livestock and livestock products at proper time and through proper channels which will provide highest returns	D. Limited experience in marketing livestock and livestock products	D. Advise concerning: <ol style="list-style-type: none"> <li>1. Sanitation and marketing of livestock products</li> <li>2. Conditioning of and time for marketing livestock</li> </ol>
IV. POWER AND EQUIPMENT	IV. Provide for access to sufficient power and well maintained equipment to economically accomplish the necessary work	IV. <ol style="list-style-type: none"> <li>1. Size of unit too small to maintain the overhead on necessary equipment</li> <li>2. Lack of proper financing in the past</li> </ol>	IV. <ol style="list-style-type: none"> <li>1. Finance necessary purchases and replacement where unit will support</li> <li>2. Encourage and arrange for:               <ol style="list-style-type: none"> <li>(a) Exchange of equipment</li> <li>(b) Constant maintenance through care and repair</li> <li>(c) Protection from weather</li> </ol> </li> <li>3. Plan for cooperative ownership</li> <li>4. Plan for necessary replacement</li> <li>5. Plan to raise colts to replace older horses and to furnish adequate power               <ol style="list-style-type: none"> <li>(a) Discourage use of tractors due to small size of units</li> <li>(b) Point out economy of horsepower because of lower cash expense</li> </ol> </li> </ol>

PHASE OF PROGRAM	GOALS	FACTORS CREATING PROBLEMS INVOLVED IN ATTAINING GOALS	PLANS FOR ATTAINING GOALS
<b>V. FAMILY</b>			
<b>A. Living from farm</b>	<b>A. Provision of maximum living from the farm by all families</b>	<b>A.</b> <ol style="list-style-type: none"> <li>1. Family food and planning habits</li> <li>2. Inadequacy of feed to carry over subsistence poultry and livestock</li> </ol>	<b>A.</b> <ol style="list-style-type: none"> <li>1. Develop an appreciation of the importance of a varied and well-balanced diet from both the nutritional and monetary point of view through use of charts, bulletins, examples, record book summaries, etc.</li> <li>2. Develop progressive plans with each family for a year around food supply. Begin with the family where it is now</li> <li>3. Demonstrate acceptable and safe methods of preservation and storage, canning, drying, smoking, curing, etc.</li> <li>4. Plan for adequate garden as explained in 11-F above</li> <li>5. Encourage and help with demonstrations, advise and provide the necessary subject matter for the following:               <ol style="list-style-type: none"> <li>(a) Canning and curing meat for summer use</li> <li>(b) Development of and maintenance of family-size poultry flock</li> <li>(c) Cultivation of berries, rhubarb, asparagus, etc.</li> </ol> </li> </ol>
	<b>B. Housing</b>	<b>B.</b> <ol style="list-style-type: none"> <li>1. Lack of income</li> <li>2. Temporary nature of present buildings</li> <li>3. Living habits</li> </ol>	<b>B.</b> <ol style="list-style-type: none"> <li>1. Help in the development of plans where and when new houses are to be built or additions made on present houses (See <b>Farm Buildings - 1-C.</b>)</li> <li>2. Encourage and advise concerning:               <ol style="list-style-type: none"> <li>(a) Painting, whitewashing, calcimining,</li> </ol> </li> </ol>



Exhibit 1 (Continued)

PHASE OF PROGRAM	GOALS	FACTORS CREATING PROBLEMS INVOLVED IN ATTAINING GOALS	PLANS FOR ATTAINING GOALS
C. Clothing and bedding	C. Develop families' ability to obtain and maintain adequate clothing and bedding at minimum expenditure of money	C. 1. Limited income and equipment 2. Need for appreciation of value in relation to cost and need 3. Limited skills	B. 2. (a) (Continued) papering of walls and woodwork at minimum cost (b) Repair and renovation of furniture (c) Making of orange-crate and other home-made furniture (d) Addition, improving, or building of new storage spaces such as cupboards, root cellars, etc. (e) Assisting in the solution of house-keeping problems and development of new skills (f) Acquiring of essential equipment at minimum cost
			C. 1. Help secure needed sewing equipment where lacking 2. Encourage and give assistance in: (a) Renovation (b) Remodeling (c) Home construction of clothing, bedding, such as sheets, comforters, mattresses (d) Utilization of home-produced wool (e) Simple shoe repair (f) Home-knit hose, mittens, sweaters 3. Help in repairing sewing machines where necessary 4. Provide available patterns 5. Give assistance in buying

Exhibit 1 (Continued)

PHASE OF PROGRAM	GOALS	FACTORS CREATING PROBLEMS INVOLVED IN ATTAINING GOALS	PLANS FOR ATTAINING GOALS
<b>D. Health</b>	<b>D. Provision for maintaining the health status at a level which will insure ability to carry on the necessary work, increase initiative and the ability to enjoy life at minimum cost</b>	<b>D.</b> <ol style="list-style-type: none"> <li>1. Low income</li> <li>2. Lack of knowledge</li> <li>3. False impressions</li> </ol>	<b>D.</b> <ol style="list-style-type: none"> <li>1. Encourage winterizing houses:               <ol style="list-style-type: none"> <li>(a) Banking to prevent freezing in cellar</li> <li>(b) Use of storm windows, storm doors, putty windows</li> </ol> </li> <li>2. Help to plan for adequate medical care and make allowance in home plan</li> <li>3. Encourage increased use of varied diet</li> <li>4. Advise concerning better school lunch</li> <li>5. Secure assistance of Medical Officer through the regional office in making further plans for health service</li> <li>6. Continue cooperation with County Nursing Service and Welfare Board</li> </ol>
<b>E. Community educational and recreational activities</b>	<b>E. Provide for possible participation in constructive community activities, available educational and recreational facilities at minimum expenditure</b>	<b>E.</b> <ol style="list-style-type: none"> <li>1. Transportation facilities and cost</li> <li>2. Lack of desire for community activity</li> <li>3. Groups have not been organized in some parts of community and families have lacked leadership ability to request them</li> </ol>	<b>E.</b> <ol style="list-style-type: none"> <li>1. Encourage attendance at and enrollment in existing extension, vocational, educational, PTA, and 4-H Club groups</li> <li>2. Aid in organization of such groups</li> <li>3. Encourage making games and toys at home</li> </ol>



Exhibit 1 (Continued)

PHASE OF PROGRAM	GOALS	FACTORS CREATING PROBLEMS INVOLVED IN ATTAINING GOALS	PLANS FOR ATTAINING GOALS
VI. MANAGEMENT	VI. Development of families' ability to use resources, time, energy, and community facilities to the end that they become self-sustaining. To develop the skills essential to attaining this measure of managerial ability	<p>VI.</p> <ol style="list-style-type: none"> <li>1. Limited experience and training</li> <li>2. Lack of drive and urge</li> <li>3. Previous lack of direction</li> <li>4. Poorly developed habits of resourcefulness and thrift</li> <li>5. Lack of records to be used as a basis for planning</li> <li>6. Lack of information concerning available facilities</li> <li>7. Dependence on outside income</li> <li>8. Limited funds, equipment and resources</li> <li>9. Lack of understanding of what constitutes improved practices</li> </ol>	<p>VI.</p> <ol style="list-style-type: none"> <li>1. Continue helping families develop current farm and home plan, emphasizing budgeting of income and expenses</li> <li>2. Point out through records which they keep:               <ol style="list-style-type: none"> <li>(a) How to evaluate their performance as a basis for their next plan</li> <li>(b) The need for increasing income in order to reduce outside income required</li> </ol> </li> <li>3. Supervision and guidance through:               <ol style="list-style-type: none"> <li>(a) Farm and home visits (use of field folder)</li> <li>(b) Family council and individual discussions</li> <li>(c) Farm visit reports, FSA-RR 19, as a constant follow-up in planning and performance</li> <li>(d) Grants supported by pledge of cooperation, requiring the carrying out of certain specified tasks that are essential to their progress</li> <li>(e) Demonstrations, as an aid in developing improved practices</li> <li>(f) Simple progress charts for measuring family's progress</li> </ol> </li> <li>4. Focus attention on measures of progress, such as:               <ol style="list-style-type: none"> <li>(a) Increase in net worth</li> <li>(b) Greater self-sufficiency from farm. Reduced need for outside income</li> <li>(c) Improved family welfare</li> </ol> </li> </ol>

## Exhibit 2

## Beltrami County Non-Commercial Project

## CALENDAR OF WORK (1940)

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	No. of families
1. Land:													
Clearing . . . . .	=	=	X	X	X	=	=	=	=	X	X	=	50
Breaking . . . . .					X	=	=	=	=	=			50
2. Soil:													
Improvement . . . . .				X	X	X	X	X	X	-			50
3. Farm buildings:													
Construction . . . . .	-	-	-	=	X	X	=	=	X	X	=	-	32
Repair, upkeep . . . . .	-	-	-	-	=	=	=	=	X	X	=	-	50
Fences . . . . .	-	-	-	=	X	X	=	=	=	=	-	-	40
4. Wells . . . . .					X	X	=	=	-	-			10
5. Farmstead . . . . .				X	=	-	-	-	-	X	=		50
6. Crops:													
Production . . . . .				X	X	X	X	X	X	=	-	-	50
Disease control . . . . .			-	=	X	X	X	X	X	=	-	-	50
7. Livestock:													
Horses . . . . .	-	-	=	=	=	=	-	-	-	-	-	-	25
Cattle . . . . .	X	X	X	X	=	-	-	-	-	-	=	X	40
Sheep . . . . .	-	=	X	X	=	-	-	=	X	X	X	-	34
Hogs . . . . .	-	=	X	X	-	-	-	-	X	X	-	-	50
Poultry . . . . .	=	=	=	X	=	-	-	-	X	X	=	=	38
8. Farm equipment:													
Co-op. ownership . . . . .	-	-	-	X	X	-	-	X	=	=	-	-	42
Maintenance . . . . .					X	-	-	=	=	=	-	-	50
9. Food:													
Production . . . . .	X	X	X	X	X	-	-	-	X	X	X	X	50
Preservation and storage . . . . .	X	X	X	X	X	X	X	X	X	X	X	X	50
10. Housing:													
Furnishing . . . . .	X	X	X	-	-	-	-	-	-	-	-	X	45
Upkeep . . . . .	X	X	X	X	X	X	X	X	X	X	X	X	50
11. Clothing and bedding:													
Improvement and new . . . . .	X	X	X	-	-	-	-	=	X	X	X	X	45
12. Health:													
Preventive measures . . . . .	X	X	X	X	X	X	X	X	X	X	X	X	50
Medical care . . . . .	-	-	-	-	-	-	-	-	-	-	-	-	35
13. Community activity, etc.:													
4-H Club . . . . .	=	=	-	-	-	-	-	-	X	X	X	X	25
Home Demonstration Groups . . . . .	X	X	-	-	-	-	X	X	X	-	-	-	50
County Agent meetings . . . . .	-	-	-	-	-	-	-	-	-	-	-	-	50
Vocational Education meetings . . . . .	X	X	X	-	-	-	-	-	-	-	X	X	50
14. Management:													
Plans . . . . .	X											X	50
Records . . . . .	X	=	-	-	-	-	-	-	-	-	=	X	50
Follow-up supervision . . . . .	=	=	=	=	=	=	=	=	=	=	=	=	50

Key: X Concerted effort toward securing result or performing activity.  
 = Emphasis.  
 - Regular attention.



## Exhibit 3

## Beltrami County Non-Commercial Project

## "COOPERATION AND ASSISTANCE REQUEST CHART" (1940)

Agency or group	Activity	Personnel	Time of year
Regional and State FSA offices	1 Administration of project (Planning and execution of project activities)	Farm and Home Management Section	Each quarter
	2 Planning and supervision of new buildings	Construction Engineer	Whenever needed
	3 Debt adjustment	Debt Adjustment Section	Whenever problems arise
	4 Cooperative services	Chief cooperative services: State and regional	July
	5 Develop SRE loans	Technical farm appraiser	April - June
	6 Health	Medical officer	July
Agricultural Extension Division	1 Extension projects	Home Demonstration Agent	August - December
	2 Demonstrations and meetings	County Agr. - Home Dem. Agent - Ext. Specialist	Entire year
	3 4-H Club	Home Dem. and Co. Agr. Agent - Co. 4-H Club Agent	Entire year
	4 Cooperation AAA	AAA County Committee	October - May
	5 Check land classification	County Land Use Committee	Entire year
State Health Dept.	1 Sanitation program	Sanitary Engineer	May - June
District Health Unit	2 Wells		
County Nursing Serv.	3 Family health	County Nurse	All months
Univ. of Minnesota	Project analysis and advisory activity	Dept. of Rural Sociology	Time determined by them
Local High Schools	Adult Education Meetings	Agr. and Home Economics teachers	During school year
WPA	Establishment school hot lunches where needed	WPA Dist. Supervisor	July - September
SCC	Provision of surplus cloth- ing and food where needed	Secretary of County Welfare Board	12 months of year
NYA	1 Certification of eligible youth to projects		
	2 Sanitation program Making of illustrative materials for use with borrowers	Area NYA Supervisor	Entire year
CCC	Enrollment of farm boys	County Welfare Executive Secretary	Enrollment - spring and fall
County Welfare Office	Cooperation on referrals of farm families	Secretary of County Welfare Board	12 months of year
Red Cross	Emergency problems	Chairman Red Cross Unit	Whenever problems arise
County Board	Consultation of general problems	County Commissioners	Whenever needed
Township Board	Consultation of general problems	Township Supervisors	Whenever needed

